Wisconsin's System Initiatives for Eligibility and Work-Based Programs

By Paul Saeman
Acting Director, Bureau of Workforce Information
Wisconsin Department of Workforce Development

State of Wisconsin

System Initiatives for Eligibility and Work Based Programs

Table of Contents

INTRODUCTION

We appreciate the opportunity to discuss where we have been and where we are going. We hope to learn from other states similar experiences. We will be telling the story of Wisconsin's approach to automation of eligibility and work programs in considerable detail.

Wisconsin has a strong history of program integration and of working to minimize program differences. Organizationally, the Division of Economic Support (DES) was responsible for Aid to Families With Dependent Children (AFDC), food stamps, and Medicaid eligibility. In 1996, the Division moved from the Department of Health and Family Services (DHFS) to the newly formed Department of Workforce Development (DWD) in order to emphasize the end of AFDC and the importance of attachment to work for former welfare recipients. Welfare reform and particularly the Temporary Assistance for Needy Families (TANF) program have had a profound effect on our organization and a bigger effect than we anticipated on our automated systems.

Wisconsin has also been a leader in automation with the first Financial Assistance Management Information System (FAMIS) certified system and first FAMIS replacement system. In 1993, Wisconsin replaced its 15 year old FAMIS system with a new system. Wisconsin's Client Assistance for Re-employment and Economic Support System (CARES) is a highly integrated system that uniquely identifies individuals and efficiently shares data across multiple eligibility programs and multiple work programs. Since its inception, CARES has undergone constant change and continues to do so. It is much more advanced than the previous system in terms of full automation and incorporation of work program tracking. For instance, through its Medicaid "cascade" CARES will test every individual in a household for more than 40 variations of Medicaid. CARES has also made inevitable a different approach to data and information because of its basic approach to storing historical data. (See app. A-1.)

Setting the Stage

From 1986 through 1997, a series of increasingly complex welfare reform waivers were implemented in Wisconsin, even as the new system was being installed. These waivers included Learnfare, Two-tier, Pay-for-performance, Self-sufficiency First, Work Not Welfare, and others. These waivers helped shape the federal TANF legislation and paved the way for Wisconsin's primary TANF program, Wisconsin Works (known as W-2). Because of the large effort required to obtain and operate under them, the waivers highlighted the importance of the need for flexibility under TANF. By 1995, Wisconsin was on an accelerated effort, initiated by the legislature and embraced by the governor to replace AFDC by 1997. During this period, welfare reform and the emphasis on a work-based approach for the AFDC replacement became a major focus of the organization.

The welfare reform waivers required a series of modifications to the AFDC logic in the CARES system. This provided an opportunity to try out many of the features that were eventually put together for W-2. How we incorporated W-2 also illustrates a key attitude towards automation. We consider our automated systems as very malleable. We do not want the automated systems to define and limit program or policy. Putting W-2 into CARES was not a modified version of AFDC. W-2 was a new program; however, it used some of the concepts learned while modifying AFDC.

In addition to replacing AFDC with W-2, other major changes were made. Retrospective budgeting and monthly reporting were ended and replaced with prospective budgeting. Food stamp households were moved to a 3-month review cycle. (This has been recently phased out because it proved difficult for working families.) Wisconsin received a waiver to pass-through child support collections.

With the privatization of W-2 in Milwaukee and several other locations, a new administrative structure was needed to be able to distinguish between cases that were in the local Income Maintenance (IM) agency vs. cases that were in the local W-2 agency. This necessitated setting up a second CARES structure of supervisors, workers, and cases attached to a W-2 office in each county and six in Milwaukee County.

Understanding the Impact of Change

As we prepared for TANF, we proceeded in new directions and, somewhat to our surprise, continued to take directions we had not anticipated. This included our approach to programs and systems. It took time to understand that organizational changes have driven and become intertwined with our system initiatives and objectives.

At both the central and local levels, we thought we were going towards one local agency and one central bureaucracy responsible for TANF, food stamps, and Medicaid programs for the non-elderly disabled population. We have now split responsibility across multiple workers, multiple local agencies and multiple state departments. This is having a profound effect on the CARES system that was designed and implemented around a strong tradition based on integrating programs and minimizing their differences. Previously, we had one department responsible for the systems that supported TANF, food stamps, Medicaid, and child care. We now have these programs managed by two departments, DHFS for Medicaid and soon food stamps and DWD for TANF and child care. The two departments have different although complementary missions. DWD's mission: To build a world class work force, work environment and economy. DHFS's mission: To lead the nation in fostering healthy, self-reliant individuals and families.

While under DWD, we emphasized the use of Medicaid and food stamps as work supports. While they do support work for many, they are also entitlements. Throughout the organizational shifts, we have never lost sight of the continuing need to provide efficient service to our customers. More than ever, the local delivery operations must accommodate multiple focal points while serving the same families. Often, local agency staff remind us that working families or hard to serve families call for coordinated approaches across multiple programs. After more than 4 years, the two departments are still working to arrive at a common understanding of how to jointly manage the automation and operation of these programs.

PART I: OVERVIEW OF SYSTEM INITIATIVES AND THEIR OBJECTIVES

1. **Replace Aid to Families with Dependent Children (AFDC)**
    Eliminate the AFDC program and replaced it with the new work based Wisconsin Works (W-2) TANF program. A related objective has been to develop a more integrated approach to the multiple work programs. There has been a stovepipe approach to work programs even though they are often serving the same people. (Note that children-only AFDC was also ended and replaced by Kinship Care and Caretaker Supplement which are TANF programs run by DHFS.)

2. **Medicaid Expansion**
    The Medicaid program is being expanded. New programs have been implemented in CARES and are reaching previously ineligible people. Multiple efforts, often involving automation improvements, are focused on ensuring that all people in Wisconsin who are eligible for Medicaid are receiving it. Automation improvements are aimed at outdated or

cumbersome parts of the CARES system. These are being done to make the system more efficient and to make it easier for workers and applicants.

3.   **Food Stamp Changes**

Address multiple issues with the Food Stamps Program. This included issues similar to the Medicaid program of access and expansion to all eligible people. It also included dealing with high error rates and program simplification. Electronic Benefit Transfer has been implemented. Many of the automation improvements are aimed at reducing or eliminating complexity. Some of these, like eliminating the 3-month review will also be more accommodating to working families.

4.   **Outcomes Measurement and Performance-Based Contracts**

With more attention on work requirements, there is wide interest in accountability at both the state and local level. This has resulted in a growing number of system initiatives to track and report on program outcomes and performance standards. Performance standards with target rates are now built into the W-2 contracts. Federal TANF reporting and performance standards have also required substantial system initiatives.

5.   **Enhanced Data and Reporting Capability**

Build an infrastructure that will improve access to data and information. Plan and manage the use of the infrastructure. This includes a variety of traditional approaches such as reports, extract files, and new data warehouse technologies.

6.   **Software Integration for One-Stop Job Centers**

Support a multiprogram job center approach. Current job center partners operate multiple programs that often serve the same participants. These programs are supported by multiple automated systems. The Case Managers' Desktop Reference (CMDR) system by using a social security

number pulls information from CARES and other major systems to provide a picture of how a participant is currently being served. The other systems support programs including Unemployment Insurance (UI), New Hire, Vocational Rehabilitation, and Workforce Investment Act (WIA). We anticipate future efforts will focus on making it easier for case managers to accomplish a seamless delivery of services across multiple systems.

7. **Reduce Resource Contention**

Since we have emphasized not letting automated systems interfere with policy and programs, a primary initiative has been to find a way to allow two departments to do whatever they want within the constraints of one system. We plan to introduce more program autonomy in the CARES system so that contention for maintenance activity between the entitlement programs under DHFS and the work programs under DWD is reduced or eliminated.

8. **Automation Support for Research**

Wisconsin has established a formal structure for doing research on its TANF and related programs. A formal group, the Management Evaluation Project (MEP) oversees much of this research. This has already spawned over 50 studies of the W-2 program. Several important system initiatives have risen in support. The Wisconsin Program and Administrative Data project (WISPAD) has focused on securing, documenting, and storing a wide variety of data files needed for research. The Wisconsin Data for Organizational Management (WISDOM) project has focused on using data warehouse technology.

PART II: OBSTACLES AND RESPONSES

1.   Privatization and the "Single Case Manager"

Obstacle:

In 1996, Wisconsin was the first state to submit its TANF plan. Within the plan
were several waivers that were indicative of Wisconsin's thinking at the time. The
first was a waiver to allow a private worker to do food stamps and Medicaid
eligibility. The second was a waiver to create a new Medicaid program for
working families as a part of W-2.

Neither of these waivers have been approved. (Although a new Medicaid
program for working families, Badger Care, was approved and implemented and
has been highly successful.) These two waivers both supported the concept of
having one worker responsible for not only the entitlement eligibility but also
responsible for case management under both the TANF and food stamp work
programs. The thinking behind this reasoned that one worker with a smaller
caseload could more effectively coordinate the "basket of services" that would
enable a family to successfully connect to and retain employment.

Response:

The vision of one worker never was achieved. In addition to the system changes
needed to accommodate multiple workers accessing a case, there have been a
series of operational issues the local agencies have had to work through. This is
particularly true in Milwaukee County where private agencies run the W-2
program and Milwaukee County Department of Social Services runs Income
Maintenance. The issues included co-location of Income Maintenance workers at
the W-2 agencies, cooperation and coordination between workers, and the critical
issues of responsibility for data in CARES. These issues required much discussion

and negotiation. They were reflected in contract language with the state and agreements between each of the W-2 agencies and the county. The data entry issue was critical. This was resolved by agreeing that only the Income Maintenance worker would enter any eligibility data needed by Medicaid or the Food Stamp Program. The W-2 Financial Employment Planner (FEP) workers and case managers are responsible for data needed only for W-2 and work program tracking. This split in responsibility has set up an on-going need for workers to communicate about cases in common. The confirmation process within CARES was also split. The Income Maintenance worker confirms Medicaid and food stamps and the FEP worker confirms W-2. Child care does not have to be done by a public worker but by agreement in Milwaukee, the Income Maintenance workers also handle eligibility and confirmation for child care. CARES alerts increased on these shared cases because whenever one worker takes an action, an alert is sent to the other worker.

2. Split Responsibility for Income Maintenance Programs
(See apps. A-2 and A-3.)

Obstacle:

In 1996, the department level authority and responsibility for TANF and IM programs changed. When DES moved to DWD it retained operational responsibility for Medicaid administration and full responsibility for the Food Stamp Program. But, the responsibility for Medicaid policy remained at DHFS. DHFS developed an ambitious plan for Medicaid, including new programs like BadgerCare and also a campaign to ensure that every person or family eligible for Medicaid received it. There was also a national concern that TANF recipients were dropping off of Medicaid.

This was a difficult situation to deal with. A vigorous new business area was formed that focused primarily on making innovations in the Medicaid program

and ensuring that all eligible people were receiving medical assistance. This change was occurring at the same time the W-2 program was being constructed in CARES and implemented statewide. A new dimension had been added to the management of CARES: interdepartmental contention. With two departments vying for control of CARES priorities and resources, every effort took a new meaning. This started with the decoupling of Medicaid and the implementation of the W-2 program. Every change or enhancement made to CARES because of TANF was scrutinized by DHFS as being potentially harmful to the Medicaid program. Because DWD was responsible for CARES, DHFS brought tremendous pressure to bear and insisted that Medicaid priorities would be done and that other work would not interfere.

Response:

The new reality changed the governance of CARES. Management of the system was taken out of the Economic Support Division and moved to the DWD Administrative Services Division, which was charged with being a neutral arbitrator of resources and priorities. New management teams were created with Workforce Development and Family Services being equal partners in CARES even though Workforce Development retained the statutory authority and budget for CARES. The whole series of events ironically set up the Department of Health and Family Services as the Department of Workforce Development's most important CARES customer. What started as an effort to consolidate, ended up differently than expected at all levels. Two departments with different sets of priorities were now jointly managing the CARES system. The legislature has now moved the full authority and budget for Medicaid administration to DHFS and is expected to do the same for food stamps.

3.   Expansion of Food Stamps, Medicaid and Child Care

(See apps. A-4, A-5, and A-6.)

Obstacle:

It is important to briefly look at what was happening to the food stamps, Medicaid, and child care programs during the implementation of TANF. In Wisconsin as in the rest of the country, food stamps and Medicaid cases declined as TANF was implemented. Leaver studies and other studies showed that some TANF participants did not understand that they might be eligible for other programs even if they were not eligible for TANF. At the same time, the Food Stamp error rate was soaring. Prior to TANF, child care was administered through multiple programs and automated systems. There was legitimate concern that unless child care was simplified and automated in a straight forward manner that it would not support TANF as needed. These program concerns provided a central focus for both DHFS and DWD.

Response:

After moving to DWD, the Division of Economic Support decided to put more focus on the Food Stamp Program. Structurally, a new office was created for food stamps. This office has been able to bring new focus to the Food Stamp Program in two key areas: error reduction and outreach. Within CARES, a new business area has been created to focus on the Food Stamp Program.

A very clear message has gone out to Income Maintenance and W-2 agencies that food stamps and Medicaid are entitlements and must be encouraged for all who are eligible to receive them. This focus had a great impact on the CARES system as well. This impact included the addition of new programs like BadgerCare, which has extended Medicaid to tens of thousands of working families. It has also included many improvements to CARES affecting both system users and

customers such as the redesign of letters and notices of eligibility changes to recipients. Wisconsin has actively participated with other states to identify immediate and program renewal changes to the Food Stamp Program. These changes are starting to result in modifications to the CARES system, such as the elimination of the 3-month review and changes in the budgeting of child support income.

Yet a third new CARES group has also emerged in the TANF era. The DWD Child Care Office has successfully added a child care eligibility and payment system to CARES. In preparation for TANF, the policies and operation of child care were greatly streamlined and the decision was made to build child care into CARES. This has become yet another important business area within the CARES system. While sharing much with the Medicaid and food stamp group because of the emphasis on eligibility, it is not an entitlement and is programmatically focused on work.

4.   **Contention for IT Resources - Staff and Systems**
       (See apps. A-2 and A-3.)

Obstacles:

The staff responsible for the maintenance and enhancement of CARES was located within DWD. Contention for these resources grew as the two departments and multiple programs were vying for their time and attention. This was a source of endless contention between the two departments. In addition, the ownership of CARES was still exclusively within DWD even though it supported Medicaid, the largest program in DHFS. Ultimately, a third department, the Department of Administration became involved in helping to resolve the situation.

Responses:

After lengthy negotiations, an agreement was made to transfer dollars and staff back to DHFS for Medicaid eligibility. This has happened within the last year. A CARES unit for Medicaid is now operating in DHFS. Staff from both departments work together when changes involve common functionality in CARES.

An agreement has also been made to transfer responsibility for the Food Stamp Program and responsibility for CARES work for the Food Stamp Program to DHFS. The planning for this transfer will begin in the summer of 2002. Its work component, the Food Stamp Employment and Training (FSET) Program, will remain with DWD.

These two transfers have formalized an acknowledgement by the administration and the legislature of the fundamental differences between entitlement programs and work-based programs and a sorting out of the roles and responsibilities of the two departments.

As could be expected, the most difficult discussions have concerned the future of CARES. DWD and DHFS are considering three long-range options. Can CARES be shared with each department going about its business? Should CARES be split into two separate systems? Is there a middle position with parts of the system separated and parts of the system (like the unique individual identifiers and demographic data) shared? These discussions are difficult. A recent session with state and local stakeholders resulted in no conclusion except the realization of what is at stake. Local agency participants emphasized their need to provide a seamless delivery system even though there are multiple state departments managing the programs.

The next set of discussions will be much more systematic. The business assumptions behind each of 22 CARES subsystems will be evaluated against the current operating environment. Also, the dependencies between subsystems will also be identified to help determine the extent to which work in one area can be

done without affecting other areas. This approach should help both departments to determine whether CARES meets current business needs and most importantly whether the two departments can share CARES without adversely affecting the other department's agenda. (See apps. A-2 and A-3.)

5. **TANF Re-authorization and the Next Phase in Post-Welfare Era Services**
(See apps. A-7 and A-8.)

Obstacles:

Welfare reform has resulted in a greatly reduced cash assistance caseload. This has lead to both internal and external demands to account for what happened to the families that have left cash assistance. This in turn led to questions about the next steps in welfare reform and a reexamination of the identity and characteristics of the served population and the services that they need.

Responses:

These questions prompted the Department of Workforce Development to take a series of actions (meetings with local agencies, white papers, an advisory panel of Milwaukee business and government leaders) focused on determining what the next steps should be. Through these efforts, DWD has come to realize that there is a much larger caseload of families that are being served across multiple siloed work programs. These include W-2, FSET, Workforce Attachment and Advancement, Welfare to Work, WIA, and many others. The department has realized that the next phase in welfare reform is to continue to work with these families in a much more coordinated manner. The emphasis is being placed on families and their connection to the workforce rather than their status as former "welfare" recipients.

Organizationally, the most dramatic response has been a recent merger within DWD between the division responsible for TANF (the former Division of Economic Support) and the division responsible for WIA, the Job Service, and Labor Market Information (the former Division of Workforce Excellence). The new Division of Workforce Solutions (DWS) will provide an opportunity to put a more coordinated focus on the work programs serving families. DWS also provides an opportunity to take a critical look at the systems used by local agencies to serve these families.

For more than a decade, DWD has emphasized job centers as key locations for collaboration and partnering among diverse income maintenance and work programs. The CMDR system has been a good example of how data from multiple systems can be brought together for the diverse types of case managers at job centers. While this has been a challenging technical project, the most difficult aspect has been the creation of a data sharing and security agreement among all of these diverse programs. This took 8 months of difficult legal negotiation. All new users to CMDR must go through an on-line security agreement process before accessing the system. DWS now has the opportunity to explore other ways of integrating data and systems. Since the programs share common customers and common local delivery systems (the job centers), it will now be possible to focus our systems and data resources towards common goals.

The Department of Workforce Development's work-related initiatives in CARES have also been progressing. In addition to FSET, work program tracking was added for W-2, Welfare to Work, and several other programs. This is based on an event driven tracking model that was developed in the innovative Kenosha County Job Center model in the 1980s. Since many individuals are involved in more than one work program, sometimes simultaneously, the design approach has been to integrate the new programs into the CARES structure. This reduces duplication of data, makes use of common functions such as the employability plan and activities tracking, while at the same time allowing for program differences. It

also reduces training since users familiar with one part of the system can pick up a new part quickly. While this strategy has been effective, there is much room for improvement. The new programs were added in a way that makes it difficult to correctly show a participant moving from one program to another. But this has been more of an irritation than an impediment. It is a good example of how CARES is evolving to meet new needs and how it continuously needs to be improved as it takes new directions.

6.   Outcome Measures and Performance-Based Contracting

Obstacles:

Welfare reform, the emphasis on work, and privatization all resulted in increasing demands for accountability. Concerned internal and external customers want to ensure that programs and local agencies are meeting objectives.

Responses:

One of the responses to these demands are performance standards that have been evolving since the beginning of the W-2 program. During the first contract period (9/97 – 12/99), formal tracked performance standards were limited in scope and were only used for right of first selection for the subsequent contract. During the second contract period, formal performance standards are being used for not only right of first selection but also for bonus payments. Performance standards have become a system design and implementation project. The approach has been to build the measures using the CARES work program tracking data that case managers enter and use on a daily basis. These include job entries, wage rate, assignments in work preparation activities, job retention, and skills attainment. Included in the projects are data collection, creation of extract files, and reporting. We have learned the importance of getting the systems and reporting work completed in advance of the contract period. Training and documentation

through information maps and other materials are essential to ensure that local staff and managers understand how the performance standards work. The performance standards have proven to be an effective way of focusing local agency attention on high priority areas. They also can evolve. Changes to the existing standards and new standards such as "earnings gain" are planned for the 2002–03 contract period.

7.   Increasing Demand for Data and Information
         (See app. A-9.)

Obstacles:

Systems like CARES were designed to efficiently process high volumes of transactions and to quickly retrieve individual case information for case management purposes. They were not designed for summary reporting or longitudinal studies. Traditionally, the creation of extract files and reports was the last step in system projects, an afterthought. Once created, the reports and extracts were inflexible and difficult to change. Furthermore, it often took weeks of a programmer's time to create a standard production report. The many innovations of welfare reform created a continuous demand for more data and information. Managers and politicians wanted to know the effect of these innovations. The traditional approach for creating and modifying reports is too slow to keep up with this demand.

Responses:

Since the implementation of the W-2 program, the Department of Workforce Development has put increasing attention on data and information. The need to have data and information for study and evaluation started to become a part of the up-front planning process for changes. Research staff became equal partners by participating up-front in major system implementation efforts. This provided

these staff with an understanding of the changes and helped make sure that data and information would be available. Additionally, another pattern was established, the dependence on and valuing of studies and evaluations. The department started doing studies and evaluations (with internal resources and/or outside contracts) for each major change. This started influencing the approach to using information. With each new initiative, additional research analysts were added. Managers and staff started using data and information to manage programs. They expected the data to be readily available. On many levels, data was starting to be used to ask basic outcome questions. "How many families left with earnings?" "Which participants aren't engaged in work activities?" "What types of educational activities are participants without a high school education receiving?" These questions went far beyond traditional caseload analysis and started to require a high level of sophistication to both ask the questions and to get the answers.

In the rapidly changing environment of welfare reform and TANF, the standard approach for obtaining and using data was not responsive enough. A new approach has emerged that considers data and information as a major product, not a by-product. Along with the new approach came a vision, a strategy and a commitment of resources. A new CARES business area, Information Production, was added to manage the work.

With a new business area, the quality and magnitude of work has increased. It has resulted in a coordinated effort using multiple strategies including standard reports, extract files, federal reporting, and the development of new tools. These efforts had previously been done independently without a vision or plan.

One innovative product of the Information Production business area has been the creation of a data warehouse environment. Unlike many grandiose efforts, this has been planned, modest in scope and highly successful. Under the umbrella of the group managing this effort (Wisconsin Data for Operational Management –

WISDOM) smaller "data marts" have been built and implemented in manageable 6-month implementation efforts. These now include the W-2, child care, performance standard, and food stamps data marts. These have proven much more flexible than traditional reporting tools. They have also brought in new users who previously had to make requests from a central research and statistics group. The power of a data warehouse is that knowledgeable users can create hundreds of different reports in almost endless combinations. Local agency staff have been an important part of this effort. A web-based version of the data warehouse has been piloted and is now being made available to all W-2 and Income Maintenance agencies throughout the state. The key to this is to offer a range of user levels from viewer-only to expert-level, with training and support available for the higher levels.

Another innovation is the Wisconsin Program and Administrative Data project. WISPAD. This project has a long-range goal of creating a longitudinal file of families served by income maintenance and work programs. Such a file would be available for research and planning purposes. This is a cooperative effort involving DWD, DHFS, and the University of Wisconsin Institute for Research on Poverty. The project has not yet built a longitudinal file but has been successful in securing data sharing agreements and historical files for several dozen different data areas.

The WISPAD project is proposing a data warehouse project that will respond to recent themes and to the need for longitudinal data. The proposal is to build an Enterprise Data Warehouse that will pull data from the existing data marts and other sources. The idea is to include all individuals who are served by any of the DWD work programs, including not only W-2 and FSET but also such diverse programs as WIA, UI, and Vocational Rehabilitation. Along with this base of individuals will be key program data and outcome data (such as earnings, child support collections, Supplemental Security Income, etc.). Such a base of

information will provide researchers with a powerful tool for evaluating the effectiveness of programs and combinations of programs over time.

With the Information Production Business area, we now approach each new effort with a common set of experiences and a diverse set of tools that can be applied to the new effort. This has increased productivity and made possible a strategy and vision.

8. Obstacles That Have Not Been Addressed

The following issues are still being resolved. The system initiatives for these are not clear.

- There are growing numbers of households that do not use English or Spanish as their primary language.

- We are increasingly interested in using web-based system designs, yet many local agencies and workers do not have the high-speed/quality infrastructures to access these applications.

- With the increasing number and diversity of automated systems and tools, we have not adequately addressed the human side of technology.

PART III   ACTIONS THAT COULD FACILITATE STATE AND LOCAL EFFORTS TO   MODERNIZE SYSTEMS

Wisconsin has had a long history of automation of Income Maintenance and Work Programs. The state has also supported continuous and simultaneous innovations across multiple fronts. Some of the many lessons learned are described in this section.

1. Focus on areas that save money and time and provide better customer service. Recent projects in Wisconsin included the following:

   a. Redesign letters and notices to recipients to reduce confusion and unneeded telephone calls.
   b. Streamline the application process to save time and avoid collection of unneeded information.
   c. Use Internet strategies to make data and information more readily available.
   d. Identify and fix system problems that are at the top of the "most annoying to workers" list.
   e. Do more to address the human side of technology.

2. Encourage state and local discussion of the future direction of the programs:

   a. This helps acknowledge where we collectively have come.
   b. This discussion will identify program strategies and also system supports for those strategies.

3. In order to be useful, systems like CARES will need to allow change in one program area to be done without interfering with other program areas:

   a. Since many of the programs serve the same families, there are advantages in having common identifiers and data. However, these commonalities cannot come at the expense of being able to independently change Medicaid, the Food Stamp Program, child care and work programs.
   b. We used to think that common federal policy across all programs was a primary goal. TANF ended that idea. More and more we are thinking that each program type (entitlement or work program) needs its own strategy and system support for that strategy.

c. While we are still encouraging program uniformities between Medicaid and food stamps, we are not encouraging entitlements to align with TANF. Although, there are important connections. As more people go to work, this will impact other program eligibility and benefit levels, and error rates. These connections need to be understood and accommodated.

4. Develop an automation strategy for the spectrum of TANF, WIA, FSET, UI and other work programs that makes it easier to transition the client from one program to another and makes it easier from the agencies' perspectives to see how a person has been served over time.

   a. Must deal with productivity and budget issues.

5. Decentralize data and information. Make it more widely available to program/policy staff and to local agency staff.

6. Approach the creation of data and information as a primary business objective and product. Implement a strategy that plans for a sufficient level of resources to support it.

7. Be continuously innovative. Explore uses of automated systems beyond original design objectives.

8. Maintain a continuous dialog about system innovation with local users, state users, other states, and with the federal government. Share best practices and innovative approaches to common problems.

9. At the federal level, implement the American Public Human Services Association's recommendations for improvements to the Food Stamp Program. In particular, focus on changes that make it easier for working

families so that states are not compelled to continuously interfere with working families because of high error rates associated with work.

11. State and local agencies must overcome the bureaucratic fences and impediments that arise from organizational changes that are inevitable with welfare reform. There is too much at stake to forgo the common goals for the program goals. Increasingly, at the local one-stop job center the same worker will be serving the same participant across multiple programs that now bridge multiple state and federal bureaucracies (TANF, WIA, UI, etc.)

   a. Federal, state, and local data-sharing agreements are needed that will provide access to the administrative data needed across programs. A good example is the need to access wage record data from multiple states. (The U.S. Department of Labor's Wage Record Interchange System should not be restricted to participants in Wagner-Peyser and WIA.)

   b. More understanding, planning, and coordination is needed at the federal, state, and local levels of reporting and performance requirements across these multiple programs.

   c. Federal, state, and local cost-allocation requirements need to reflect this new operating environment.

Part IV   Contacts and More Information

For questions about this paper, contact:

       Paul Saeman, Acting Director, Bureau of Workforce Information

       Division of Workforce Solutions

       Wisconsin Department of Workforce Development

       Telephone: (608) 267-9705

       E-mail   saemapa@dwd.state.wi.us

       DWD Web Site: http://www.dwd.state.wi.us/

       DHFS Web Site: http://www.dhfs.state.wi.us

White Papers on Post Welfare Reform:

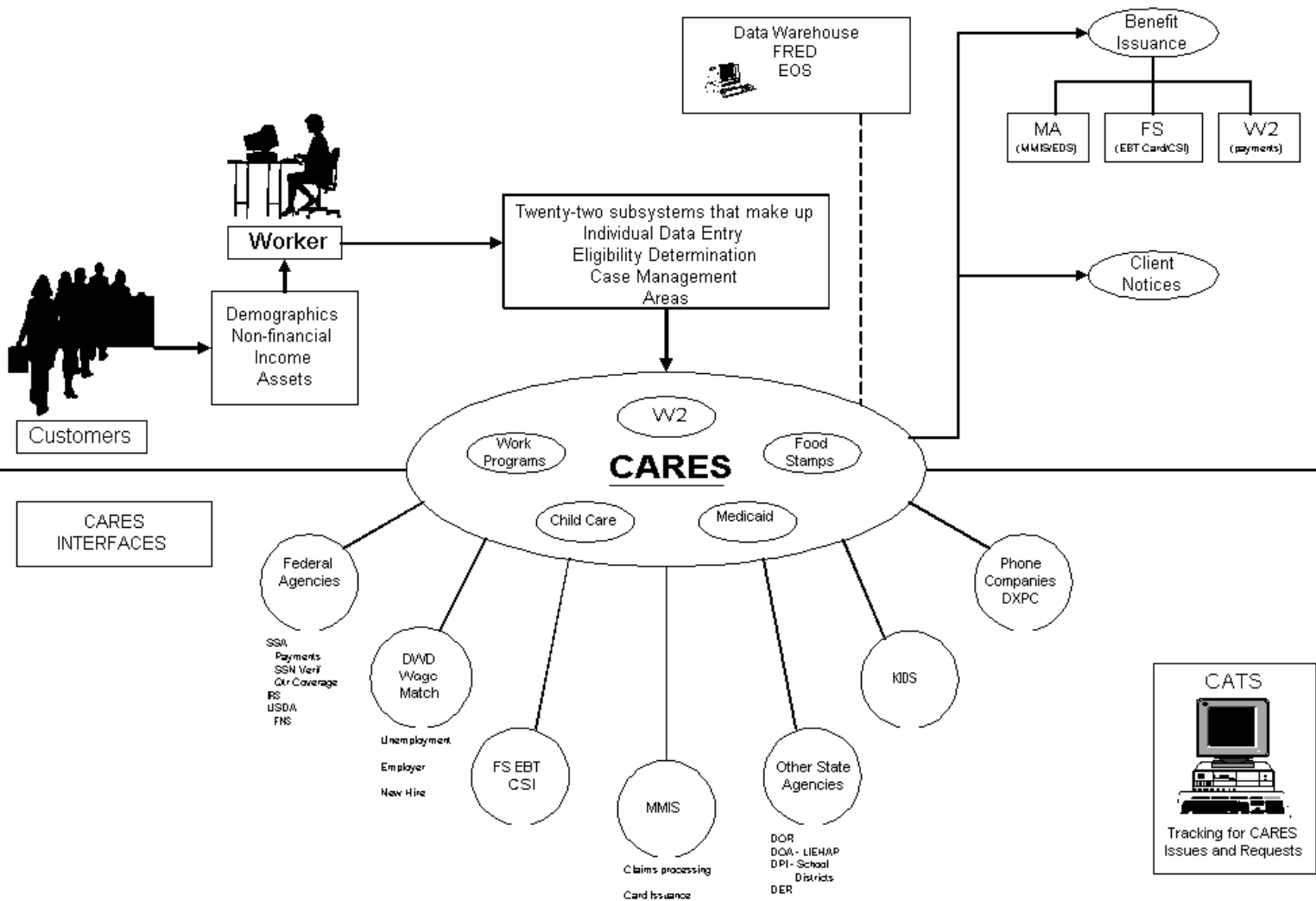http://www.dwd.state.wi.us/desw2/w2_white_papers.htm

Research and Statistics:

http://www.dwd.state.wi.us/des/research_statistics/default.htm

Appendix A – Charts and Graphs

A –1   High Level View of CARES Processing

A –2   CARES Subsystems (primary in the oval)

A –3   Software Distribution By Business Program
        CARES Caseload Counts for Various Assistance Group Combinations

A – 4   W-2 Caseload and Placement

A – 5   Food Stamp Caseload
        Child Care Caseload

A – 6   Medicaid Caseload

A – 7   Wisconsin Workforce Development Services

A – 8   Diagram of Families Served and Targeted by Employment and Work
        Support Programs

A – 9   Front-End Data Mart Approach for Enterprise Data Warehouse

CARES PROCESSING

Data Warehouse
FRED
EOS

Benefit
Issuance

MA
(MMIS/EDS)

FS
(EBT Card/CSI)

W2
(payments)

Worker

Twenty-two subsystems that make up
Individual Data Entry
Eligibility Determination
Case Management
Areas

Client
Notices

Demographics
Non-financial
Income
Assets

Customers

W2

Work
Programs

CARES

Food
Stamps

CARES
INTERFACES

Child Care

Medicaid

Federal
Agencies

Phone
Companies
DXPC

SSA
Payments
SSN Verif
Qtr Coverage
IRS
USDA
FNS

DWD
Wage
Match

KIDS

Unemployment

Employer

New Hire

FS EBT
CSI

MMIS

Other State
Agencies

Claims processing

Card Issuance

DOR
DOA - LIEHAP
DPI - School
Districts
DER

CATS

Tracking for CARES
Issues and Requests

Current CARES Subsystem View

Reports/Datawarehouse

Color Key
Child Care
Medical Assistance
Work Programs
Food Stamps
Shared
Program Specific & Shared

TANF Reporting Database
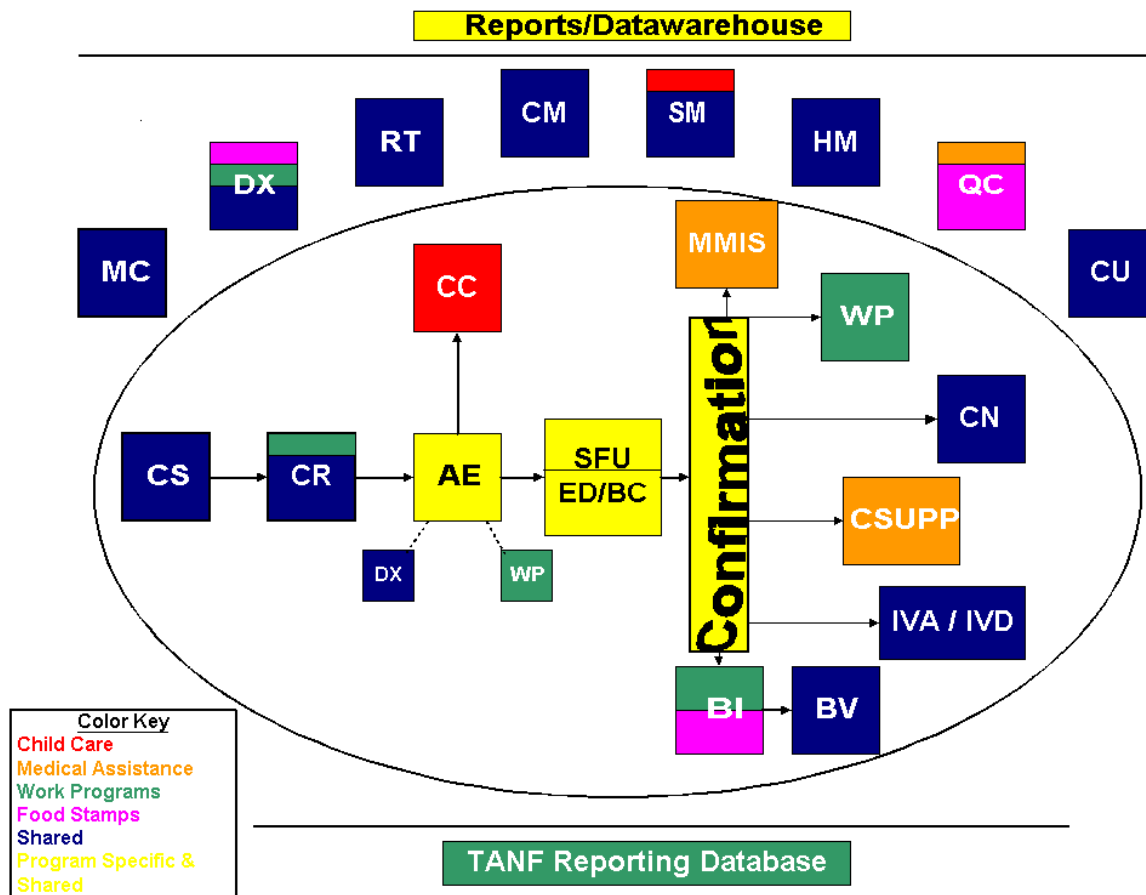
CARES SUBSYSTEMS:

CLIENT REGISTRATION	(CR)	WORK PROGRAMS	(WP)
APPLICATION ENTRY	(AE)	MASS CHANGE	(MC)
STANDARD FILING UNIT	(SF)	DATA EXCHANGE	(DX)
ED/BC – Eligibility	(ED)	REFERENCE TABLES	(RT)
CLIENT SCHEDULING	(CS)	HISTORY MAINTENANCE	(HM)
CLIENT NOTICES	(CN)	SECURITY MAINTENANCE	(SM)
CASELOAD MANAGEMENT	(CM)	MMIS INTERFACE	(MI)
MONTHLY REPORTING	(MR)	1V-A/IV-D	(IV)
BENEFIT ISSUANCE	(BI)	ACCESS TO OTHER SYSTEMS	(OS)
BENEFIT RECOVERY	(BV)	CHILD CARE	(CC)
QUALITY CONTROL	(QC)	COMMON UTILITY	(CU)

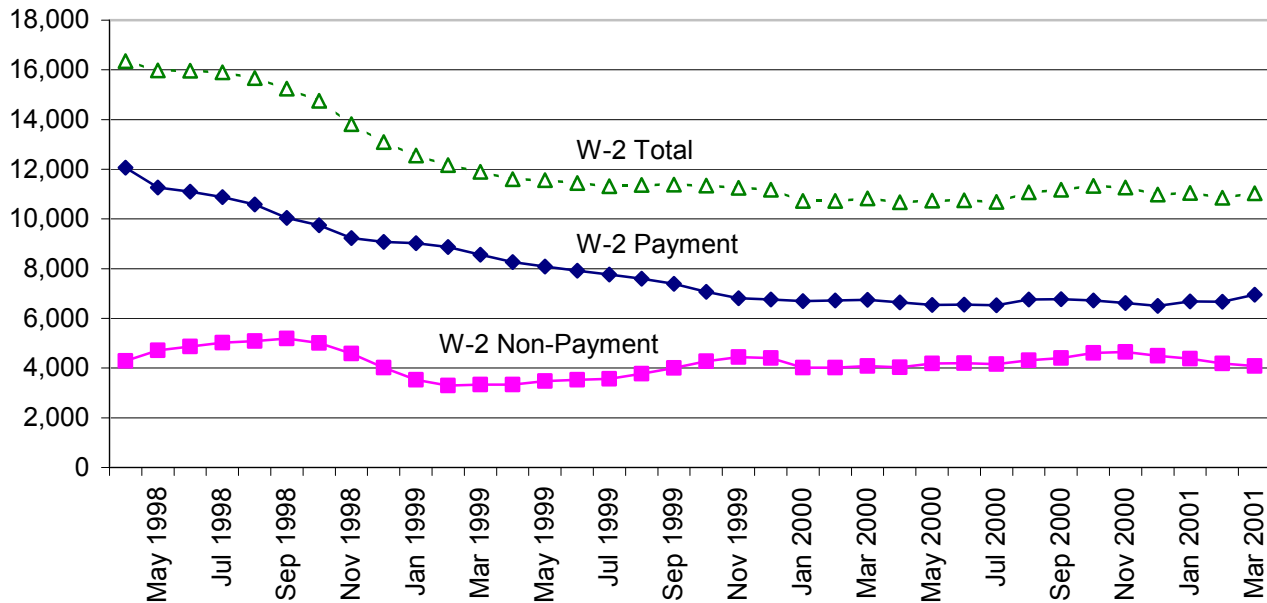**Software Distribution by Business Program**
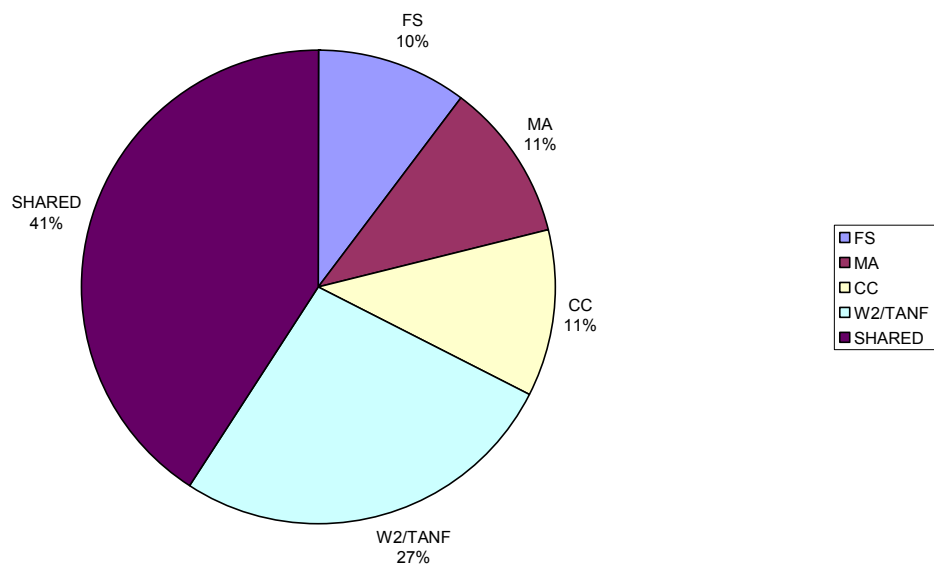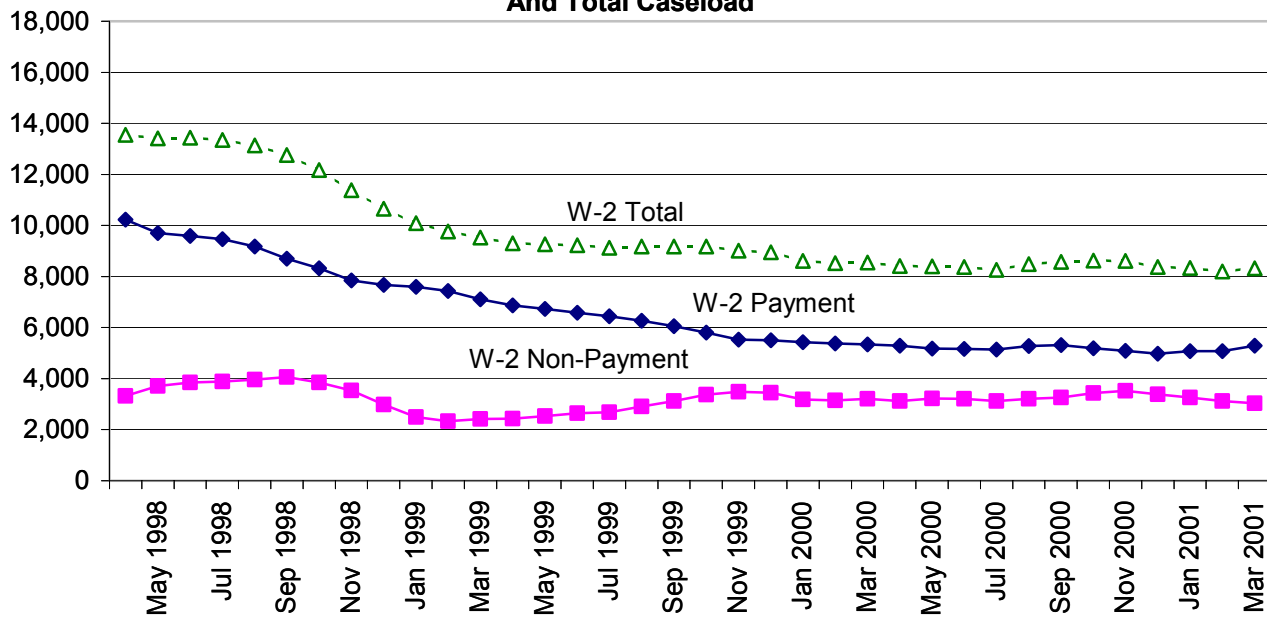

CARES Counts for Various AG Combinations
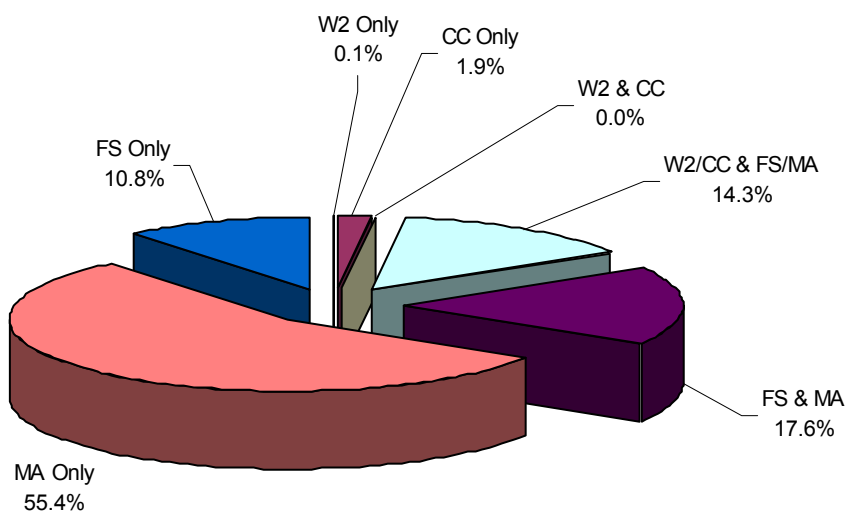
January 2001 Data

Wisconsin
W-2 Payment Placement
Non-Payment Placement
And Total Caseload

W-2 Total

W-2 Payment

W-2 Non-Payment

Milwaukee
W-2 Payment Placement
Non-Payment Placement
And Total Caseload

W-2 Total

W-2 Payment

W-2 Non-Payment

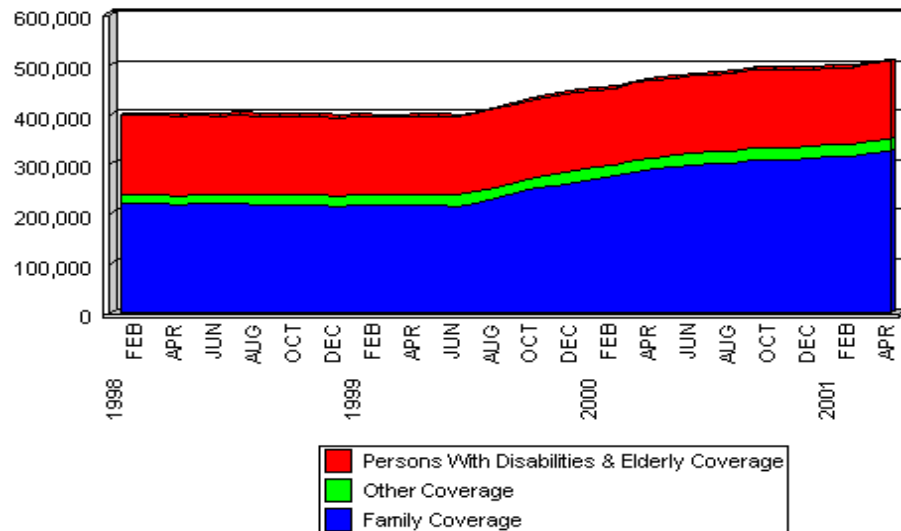**Wisconsin
Food Stamp Caseload**
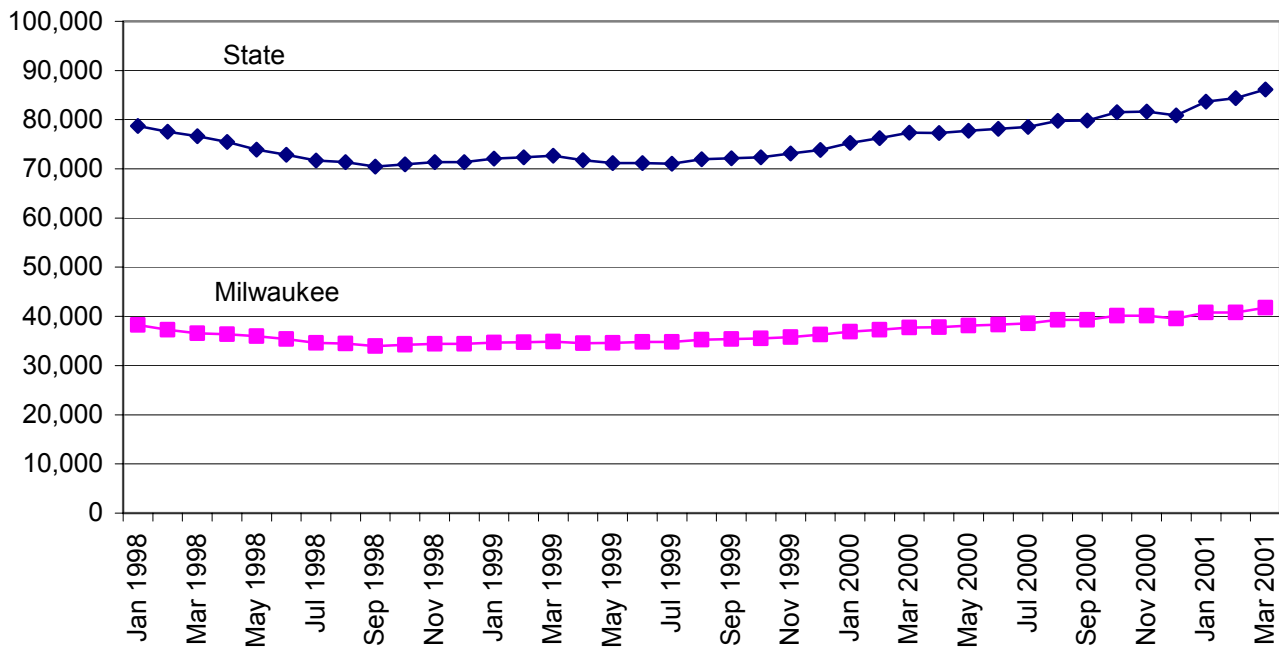
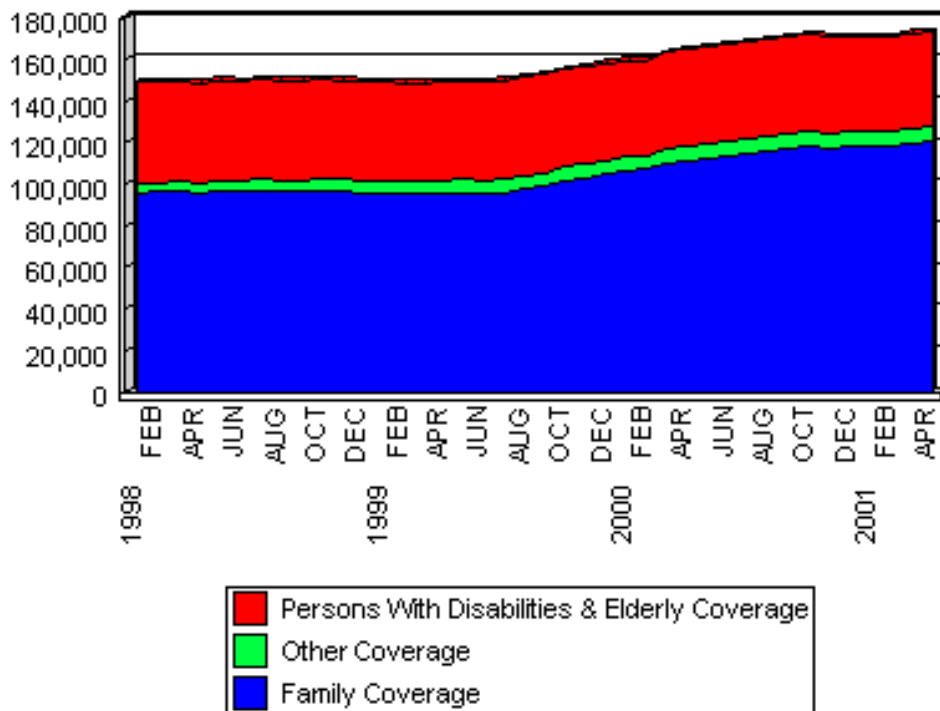

**Wisconsin
Served Child Care Families**
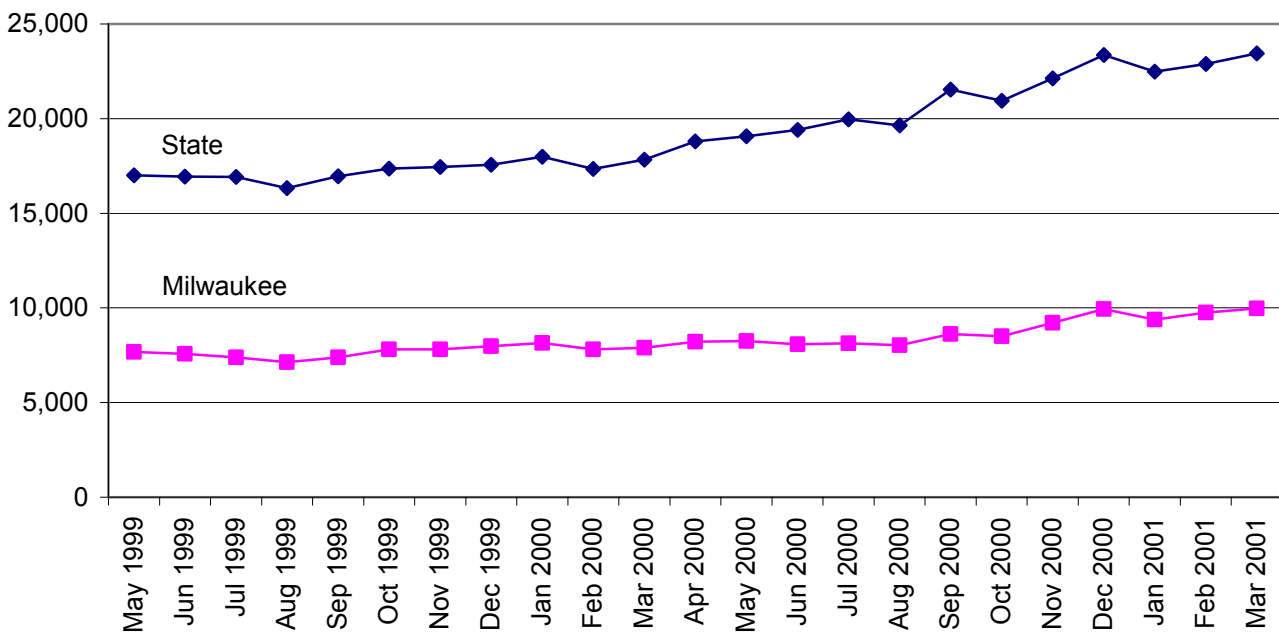
Wisconsin Medicaid

Recipients Statewide by Coverage Type for Each Month and Year

Milwaukee Medicaid

Wisconsin's Workforce Development Services

	SELF SERVICE PRODUCTS

Internet JobNet   Training Opportunities   Seasonal Job
Website

Employer and Workforce Services – General

Employer Services   Labor Law Clinics   New Hire Reporting
WI Business Resource Network
Equal Rights   Migrant Services
Children First
UI   - FPL* Related
WC
DVR   Child Care
Skills Adv.   Transportation
  Workshops   **W-2**
School–to-Work   WtW
Child Support   WAA
Veterans Services   FSET
Apprenticeships   ESAP
WIA   WIA

*Federal Poverty Limit

Job Fairs   America's Job Bank   Labor Market Info.

"Everyone can be a member of Wisconsin's workforce"

33

Employment and Work Support Programs in Wisconsin: A visual comparison of programs and target groups.

Any family with problems

Job Center/
Workforce Investment
Act

Under 200% poverty

(690,246 non-

WI Workforce
Attachment &
Advancement

Open W-2 Case
(10, 674)

Case Management without
Open Case

W-2
Cash

Welfare to Work

Family
Food

Community
Reinvestment

Literacy and Community Youth Grants

● = TANF funded through
original W-2 contact

● = TANF funded but through a
program other than W-2

Note: All caseload numbers are from April 2000 with the exception of the 200 percent to poverty
figure, which was estimated based on 1996 census data and the state poverty figures cited in "In
Midst of Reform: Wisconsin in 1997."

34

Front-End Data Mart Approach

Source

Source

W2

W2
Data Mart

Org.-specific
Reporting and analysis

Integrated
Reporting and analysis

Source

Source

Child Care

Child Care
Data Mart

Org.-specific
Reporting and analysis

Integrated
Reporting and analysis

Source

Source

Data Mart (n)

Data Mart
(n)

Org.-specific
Reporting and analysis

Integrated
Reporting and analysis

Enterprise
Data
Warehouse

Integrated
Reporting and analysis

Integrated
Reporting and analysis